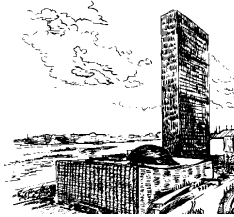


## Part 4



# Development and Humanitarian Relief Activities

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## UN Development Program

The United Nations Development Program (UNDP) manages the world's largest multilateral program of grant technical assistance and coordinates UN development activities. It heads up the Resident Coordinator System and is responsible for coordinating UN field activities. Funded entirely through voluntary contributions, UNDP's activities center on four focus areas contributing to sustainable human development: poverty eradication, environmental regeneration, job creation, and the advancement of women. UNDP also actively promotes good governance as a cross-cutting theme among these four focus areas. With offices in 134 countries, UNDP has a near-universal presence in the developing world. A 1997 General Accounting Office study of UNDP affirmed that UNDP's programs are consistent with U.S. foreign policy goals.

With its headquarters in New York City, UNDP has traditionally had an American as its Administrator. The incumbent, James Gustave Speth, was reappointed for a second four-year term in May 1997, amid expectations that he would in fact serve only two years. In late 1998, Speth announced he would be leaving his position in June 1999. The UN Secretary General will appoint his successor. The United States is a member of the 36-state Executive Board which oversees both UNDP and the United Nations Population Fund (UNFPA).

The United States has historically been UNDP's largest contributor, and during the early 1990s contributed more than \$100 million annually. In 1996, however, the U.S. contribution dropped to \$52 million, lowering the United States from first to seventh place among UNDP's donors for that year. U.S. contribution levels have gradually recovered since then. In 1998, United States provided \$98 million to UNDP, making it the top donor, and committed \$100 million for Fiscal Year 1999.

The United States has encouraged UNDP's ongoing efforts to streamline operations and improve staff accountability, and strongly supported a package of reforms approved by UNDP's Executive Board in May 1997. Administrator Speth has been a leading advocate of system-wide reforms and a significant contributor to the Secretary General's proposals. The UNDP Administrator chairs the new UN Development Group (which

includes the UN Children's Fund, UNFPA, and the World Food Program) established by the Secretary General's Track II reforms, which is charged with encouraging coordination and integration both at headquarters and at the country level.

In late 1998, the Secretariat developed the "Multi-year Funding Framework" (MYFF) in response to an earlier Board decision on resource mobilization. Approved by the Board in January 1999, the MYFF was designed to enhance the predictability of contributions and deal with the problem of declining core (non-earmarked) resources. More important, the MYFF moved UNDP further toward results-based budgeting through a system of reports designed to determine the effectiveness and output of its projects.

A second area of change for UNDP was its evolving relationship with the World Bank. This was largely being driven by the broadening of the Bank's traditional focus on projects to include support for efforts to create the enabling environments that were key to attracting investment and facilitating private enterprise. Operationally, the World Bank and UNDP were increasing their level of dialogue and partnership at the working level.

## **UN Children's Fund**

The UN General Assembly created the UN Children's Fund (UNICEF) in 1946 to meet the emergency needs of children in the wake of World War II. UNICEF continues to provide emergency assistance for children and mothers affected by natural and human-made disasters in countries such as Bosnia, Honduras, Guatemala, and the Great Lakes region of Africa. Since the mid-1950s, UNICEF has been primarily a development agency seeking long-term solutions for needy children and mothers in developing countries around the world. UNICEF programs address the health, sanitation, nutrition, and basic education needs of children wherever possible through low-cost interventions delivered at the community level. UNICEF estimated that, because of its immunization, oral rehydration, and other activities, one million fewer children died in 1998 than in 1990, illustrating the great progress made by countries in achieving goals adopted at the 1990 World Summit for Children.

UNICEF also is considered the preeminent international advocate on behalf of the world's children, particularly for "the most disadvantaged children," that is, those who are victims of war, disasters, extreme poverty, all forms of violence and exploitation, and those with disabilities. Through advocacy and programming, UNICEF seeks to raise awareness of the situation of children and to elicit change. UNICEF and its partners continued to make progress worldwide in achieving the goals of the 1990 World Summit for Children, in the areas of immunization, rehydration, guinea-worm disease, vitamin A and iodine deficiencies, polio, and breast-feeding. As the decade review approaches, the United States continued to work closely with UNICEF to further progress toward the Summit's year 2000 goals.

While UNICEF's final 1998 expenditure figures are not yet available, the U.S. Government expects the expenditures will closely match the income as in previous years. In 1998, UNICEF income totaled \$959.1 million, an increase of approximately \$54 million from 1997. Of this amount, governments contributed \$342.9 million to general resources, which fund UNICEF's core programs around the world, and \$262.2 million to supplementary resources, which fund specific projects and emergency operations. UNICEF also received \$353.9 million from private, nongovernmental sources, including proceeds netted from sales by the national committees of greeting cards and related products. Of that figure, the U.S. National Committee, a nongovernmental organization (NGO), provided \$21 million to UNICEF in 1998. As in 1997, the U.S. Government contributed \$100 million to general resources, making the United States once again UNICEF's largest donor. The U.S. Government also provided \$50.7 million for supplementary and emergency programs in 1998.

The United States and UNICEF continued to enjoy a strong and extensive relationship. There was close consultation between the United States and UNICEF on technical matters of common interest and strong cooperation in field activities. Health and education specialists from UNICEF, the U.S. Government, and American NGOs worked together on child survival and development activities, both at headquarters and in the field. In 1998, UNICEF employed 1,278 international professionals, 14.2% of them Americans. The United States continued to be represented on UNICEF's Executive Board, which meets three times a year in New York City, where UNICEF has its headquarters.

Since her appointment in 1995, UNICEF's Executive Director Carol Bellamy, an American, has given top priority to management reform. As a result, UNICEF implemented significant internal reforms which have improved the effectiveness and administration of its programs in the 161 countries, areas, and territories throughout the world where it operates. As a result of the UN Secretary General's 1997 reform package, UNICEF, together with the other UN development agencies, implemented the UN Development Assistance Framework, designed to increase cooperation and coordination at the country level in 18 pilot countries, and are in the process of assessing the results.

## **World Food Program**

The World Food Program (WFP) is the UN system's principal vehicle for multilateral food aid, including emergency food intervention and grant development assistance. Established in 1963 in Rome under UN and Food and Agriculture Organization auspices, WFP uses commodities and cash provided by donor countries to support social and economic development, protracted refugee and displaced persons projects, and emergency food assistance in natural disaster or human-made crisis situations. With strong U.S. support, WFP has established formal working relationships with the UN High Commissioner for Refugees, the UN Children's Fund, and key

nongovernmental organizations, which often act as distribution partners in the field.

WFP operates exclusively from voluntary contributions and cash donated by governments. In 1998, donors contributed \$1.7 billion, of which the U.S. total of \$903,404,470 made the United States WFP's top donor. WFP spent over two-thirds of its resources on emergency and other humanitarian relief projects, and about one-third on development activities.

WFP development projects seek to improve agricultural production, rural infrastructure, nutrition, and the environment. Food-for-work projects help build infrastructure and promote self-reliance of the poor through labor-intensive programs.

WFP's primary enterprise is feeding the hungry through emergency operations. The year 1998 was marked by an unprecedented combination of factors that caused world hunger levels to rise: climate catastrophes resulting in severe flooding in Asia, Central America, and the Caribbean; the Asian economic crisis; famine in the Democratic People's Republic of Korea (DPRK); civil wars in Kosovo, Sierra Leone, and Angola; and long-term conflicts such as in the Sudan, where WFP is coordinating a massive humanitarian airdrop.

In the DPRK, where 62 percent of the population suffers from chronic malnutrition, WFP fed six million people. In Central America, WFP distributed food to one million victims of Hurricane Mitch. WFP also provided food to tens of thousands of refugees and internally displaced people in Kosovo and Albania.

WFP's first American and first woman Executive Director, Catherine Bertini, was reelected to a second term in March 1997. The United States is a member of WFP's governing body, the Executive Board. Agenda concerns continued to be dominated by declining donor resources for development and burgeoning emergency and refugee populations. The United States has encouraged the organization to focus on its comparative advantage in relief and rehabilitation instead of development, which is better handled elsewhere in the UN system. In addition, newly prosperous nations were encouraged to assume WFP's work within their borders, as WFP sought to restrict its development assistance to the world's very poorest.

## **UN High Commissioner for Refugees (UNHCR)**

The theme of the 49th session of UNHCR's Executive Committee (EXCOM) was "International Solidarity and Burden-sharing in all its Aspects: National, Regional and International Responsibilities for Refugees." With the repatriation of refugees increasingly taking place in volatile or unstable environments, delegates discussed challenges such as repatriation under pressure or duress, repatriation in the aftermath of conflict, reintegration, rehabilitation and reconstruction, and reconciliation.

The EXCOM adopted conclusions on international protection in general, follow-up to the Commonwealth of Independent States Conference, and on the informal consultations on reintegration.

Finally, the EXCOM approved the revised 1998 General Program budget of \$428,973,500 and the 1999 General Program budget of \$413,000,000. The overall estimate for both the General Program and Special Programs for 1999 was \$842,200,000. The EXCOM Standing Committee met four times in 1998 to discuss and provide guidance on protection, policy, management, finance, and program issues affecting the organization.

The U.S. statement on the annual theme highlighted the principles of international solidarity and the need for comprehensive approaches to ensure the protection of refugees. It called for countries to sign the 1951 Refugee Convention; stressed the essential goals of protection and durable solutions; the political responsibilities of states; the role of third-country resettlement; the need for a wider funding base; and the importance of local capacity building. In a separate statement, the United States stressed the need to reinforce the commitment to international refugee protection and humanitarian principles; to ensure and protect the civilian character of refugee camps; to provide an equitable standard of protection and assistance among different refugee populations; to keep women and children at the center of protection and assistance planning and programming; to work to ensure the security of humanitarian personnel; and to recognize the importance of resettlement as an instrument of protection.

Throughout 1998, the United States continued to press for increased donor coordination and shared responsibility, and worked to advance U.S. positions on Kosovo, Bosnia, the Great Lakes of Africa, Afghanistan, Liberia, Sierra Leone, and other refugee issues.

## **Disaster and Humanitarian Relief Activities**

A key U.S. priority over the past several years has been to enhance the coordination of UN emergency relief efforts. The United States strongly supported: General Assembly Resolution 46/182, which established the position of Emergency Relief Coordinator; Economic and Social Council Resolution 1995/56, which recognized the differences and limitations in the capacity of UN humanitarian agencies to respond to emergencies; and the Secretary General's Track II Reform proposals, in 1997, which created the Office for the Coordination of Humanitarian Affairs, headed by Under Secretary General Sergio Vieira de Mello (Brazil).

General Assembly Resolution 52/12B established a humanitarian affairs segment of the UN Economic and Social Council (ECOSOC), to take effect in 1998. Accordingly, the first humanitarian affairs segment took place July 15-16, in New York. Its theme was "Strengthening of the Coordination of Humanitarian Activities of the United Nations." The segment opened with a statement by the Under Secretary General for Humanitarian Affairs and concluded with high-level panel discussions featuring

humanitarian coordinators and members of the Inter-Agency Standing Committee.

Statements by delegations addressed the erosion of respect for humanitarian laws and principles; the new victims of conflict—noncombatants, including women and children; the security of humanitarian personnel; and the transition from relief to development.

The agreed conclusions adopted during the humanitarian segment reiterate the need for coordinated humanitarian assistance; reaffirm support for the principles and norms of international humanitarian law; state that a gender perspective should be integrated into humanitarian activities and policies; commend the Inter-Agency Standing Committee for its efforts to achieve coherent coordination structures at the field level; note the designation of the Emergency Relief Coordinator as the focal point for inter-agency coordination of humanitarian assistance to internally displaced persons; reaffirm that the resident coordinator should normally assume the dual function of resident/humanitarian coordinator; recognize that a “relief to development gap” may be addressed through a strategic framework; and stress the importance of adequate funding for humanitarian activities.

The UN General Assembly adopted several resolutions under the agenda items “Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations,” and “Special economic assistance to individual countries or regions.”

The United States cosponsored and joined consensus in adopting the resolution on “Safety and security of humanitarian personnel and protection of United Nations personnel” (53/87), which strongly condemns any act or failure to act which obstructs or prevents humanitarian personnel and UN personnel from discharging their humanitarian functions; and which requests that the Secretary General take necessary measures to ensure that security matters are an integral part of the planning for an operation.

The United States also cosponsored and joined consensus in adopting the resolution on “Strengthening of the coordination of emergency humanitarian assistance of the United Nations” (53/88), which calls upon all actors to implement the agreed conclusions of the ECOSOC humanitarian segment.

The United States joined consensus in adopting all the resolutions on “Special economic assistance” to individual countries or regions (53/1 A-O), which included assistance to Bangladesh in the wake of the devastating floods; to countries affected by Hurricanes Georges and Mitch; to Nicaragua in the aftermath of the war and natural disasters; to Niger, which has been affected by floods; to Central and East African countries receiving refugees, returnees, and displaced persons; and to Comoros, Mozambique, the Semipalatinsk region of Kazakhstan, Liberia, Djibouti, Tajikistan, the Democratic Republic of the Congo, Somalia, and the Sudan.

## **Tampere Convention**

One of the most frequent problems in disaster work is that relief workers are overly restricted on what kind of telecommunications can be taken across borders. In addition, equipment use is overly restricted in many instances, excessive fees are often levied, and often relief workers using telecommunications for legitimate work have been arrested and had their equipment seized. In January 1998, the Department of State was asked by the Office for the Coordination of Humanitarian Affairs (OCHA) to help negotiate the Tampere Convention on the Provision of Emergency Telecommunications. The International Organizations Bureau of the Department of State led the interagency effort, which included building a partnership with the European Union membership and the emergency telecommunications nongovernmental organization (NGO) community. The negotiations were finished in June 1998 in a conference cosponsored by the International Telecommunication Union (ITU), the Government of Finland, and OCHA. The United States agreed to the terms of the Convention (which met all U.S. Government objectives), formally signed the Convention in November, and has been active in encouraging other governments to sign. The Department will also seek Senate ratification. Many in the emergency community consider this convention to be one of the most important new international laws to affect humanitarian relief. It provides recognition for the UN Emergency Relief Coordinator (who manages the Convention's implementation), the ITU, and OCHA. In essence, the Convention sets up a process for expediting the provision of emergency telecommunications during disasters. It can be both a mitigation and a response tool to facilitate providing preparedness information or the emergency response data required to provide food, medicine, and supplies. It also sets out specific protections for relief workers for the first time. See: <http://www.state.gov/www/issues/relief/tpere1.html>.

Some important factors:

**International Rules of Behavior:** A set of "best practices" codified into "model implementation agreements" is being developed by the Emergency Relief Coordinator through the auspices of his Working Group on Emergency Telecommunications (WGET) in Geneva. Because different nations have varying legal systems and languages, the "best practices" will be posted on the Internet by the WGET in the form of standard language. All relief agencies will then be able to use this language in contracts, which in turn will standardize and streamline the provision of emergency telecommunications assistance. Some examples of best practices are the following: streamlining border procedures, making sure tariffs are fair, and giving relief workers licenses in real time and adequate protections.

**Resources:** A key element of the Convention will be the development of a list of "resources": contacts and regulations in governments and the relief community that could become involved in Tampere implementation, with a description of their roles. Customs officers and radio frequency

assignment offices are examples. All of this information will eventually be on ReliefWeb (see section on following page), acting as a one-stop shopping center for Tampere-related information.

**Privileges and Immunities:** Relief workers receive specific privileges and immunities, but only if invited into the nation under the Convention. To the extent permitted by applicable national law, states parties to the Convention will accord covered persons and organizations various privileges, immunities, and exemptions directly related to their provision of telecommunications assistance. However, with regard to physical protection, the obligation of the host government is absolute in terms of ensuring the protection of all personnel (government, international organizations, Red Cross/Red Crescent, or NGO), equipment, and materials involved in telecommunications assistance. At the same time, the Convention enables each state party to protect its sovereignty in all respects and prevents relief personnel or organizations from using telecommunications to undermine the host government. The responsibility of the requesting state party to ensure the prompt return of equipment, material, and property is also absolute. Details should be addressed in a contract between the host government and the relief organization concerned that is based on the “model agreements.”

**Types of Disasters Covered:** The Convention was developed with natural disasters in mind, but can be used during any emergency. An outbreak of civil strife such as happened in Rwanda in 1994 or in the Congo in 1998 can be as sudden as the volcanic eruption in Virunga, Zaire (now Democratic Republic of the Congo) in 1996, an industrial disaster such as at Chernobyl, or even collateral damage from the Year 2000 computer problem.

**Host Government Rights:** The host government may not direct the deployment of telecommunications assistance to a purpose other than monitoring, responding to, mitigating the impact of, or providing relief during and following disasters. With that sole limitation, the host government retains the right to direct, control, coordinate, and supervise telecommunications assistance. In addition, the assisting party must respect the laws and regulations of the state party and may not interfere in the domestic affairs of the state party into whose territory they have entered. For example, telecommunications assistance could not be used by advocacy groups to impugn the host government.

**Requesting Assistance:** Only states can formally request assistance, since the Tampere Convention is an agreement between states; but relief bodies may approach governments with offers of assistance under the umbrella of the Convention. However, the Convention is not triggered until the host government agrees to implement. For example, the Office of the UN High Commissioner for Refugees could request radios for its operations under the Convention, but could not provide them unless the host government agrees to be the requesting party.



## **ReliefWeb**

ReliefWeb continued in 1998 to be the United Nation's premier Internet tool for reporting ongoing humanitarian emergencies and natural disasters. Its web address is <http://wwwnotes.reliefweb.int/>. In addition, other emergency web sites have begun to emerge that are modeled after ReliefWeb. For example, the World Health Organization is developing "HINAP, Health Intelligence Network for Advanced Contingency Planning," an effort managed by doctors to collect operationally useful medical information in disaster prone nations. HINAP designers relied heavily on ReliefWeb staffers for expertise on how to develop a functional disaster web site. In addition, instead of developing a separate web site for the Tampere Convention, OCHA has also agreed to make ReliefWeb the repository for Tampere Convention information. This was done at the request of the member governments, international organizations, and NGOs of the WGET.

ReliefWeb has also been a leading player in encouraging the world disaster community to standardize disaster information reporting. If successful, this effort (which is strongly supported by the U.S. Government) will increase the efficiency of disaster management and will lower costs. In addition, disaster managers will be able to develop useful disaster maps much more easily. To that end, ReliefWeb added a noted cartographer to its staff in 1998 and plans a major seminar on the subject in the spring of 1999.

The ReliefWeb staff has also provided invaluable assistance to the U.S. Government's efforts to develop more efficient methods of sharing the products of remote sensing technology in natural disaster environments. The exact role of OCHA in this arena will not be decided until 1999, but ReliefWeb advice was used in the development of the Global Disaster Information Network (GDIN). This is an effort to establish a worldwide partnership of spacefaring nations, corporations, NGOs, and academic centers that would share remote sensing data and useful products derived from those products. These would be used for disaster mitigation and response.

GDIN is under development, so no formal relationship has been established with OCHA. But ReliefWeb has demonstrated through its level of expert advice and its seminars that it is not just a reliable Internet platform. It is also a respected source of advice and an innovative program to improve the quality of available information regardless of who owns the platform.

## **Population Activities**

The UN Population Fund (UNFPA), the leading multilateral donor for population assistance, finances activities in over 160 countries. Its areas of focus include reproductive health information and services, advocacy on behalf of population issues, and activities linking population issues with concerns regarding sustainable development and the status of women. UNFPA projects create awareness among policymakers and the

public at large about the adverse effects of rapid, unsustainable population growth on economic development, the environment, and social progress. UNFPA promotes the principle of voluntarism in population programs and opposes coercive population measures. It does not fund, condone, or promote abortion.

As one of 36 members of the UN Development Program/UNFPA Executive Board, the United States participates actively in the governance of UNFPA. For example, the United States played an important role in helping to design a new multi-year sustainable funding strategy to give UNFPA funding a more predictable, assured, and continuous basis while maintaining the voluntary nature of contributions. The United States also supported vigorous UNFPA engagement in UN system reform efforts.

An important U.S. policy objective is full implementation of the Program of Action of the 1994 International Conference on Population and Development (ICPD), including the establishment of national population programs, the integration of family planning services into broader reproductive health programs, and national program sustainability. UNFPA is guided by, and promotes, the principles of the ICPD Program of Action and is the lead UN organization for ICPD follow-up. Thus, its activities complement U.S. bilateral population assistance and promote principles of voluntary family planning and reproductive health consistent with U.S. policy.

In 1998 the United States contributed \$20 million to UNFPA, making it the fifth largest contributor. Total contributions from all donors to UNFPA in 1998 were about \$269 million.

## **Human Settlements**

Established by the UN General Assembly in 1977, the 58-member UN Commission on Human Settlements serves as the governing body for the UN Center for Human Settlements, whose headquarters are in Nairobi, Kenya. The Center's mandate includes coordinating human settlement activities within the UN system, executing technical assistance projects, performing research, and serving as a focal point for information exchange. A major focus of the Center's activities in recent years has been the housing and urban indicators program. The Commission, which meets every two years, will meet in its 17th session in early May 1999. The main agenda items will include the Center's workplan for 2000-2001, follow-up to the Habitat II Conference, and a review of the revitalization activities of the Center.

In Resolution 51/177, adopted by consensus on December 16, 1996, the UN General Assembly designated the UN Center for Human Settlements as the focal point for implementation of the Habitat Agenda, the final document from the June 1996 UN Conference on Human Settlements (Habitat II) held in Istanbul. The resolution also called for a comprehensive and in-depth assessment of the Center. In 1998, as a result of the Secretary General's reforms, a task force was established to make recommendations on environment and human settlement activities in the

UN system. The task force's report contained a number of recommendations related to increased efficiency in the Center's administration. As a result, a team of consultants was brought in to review the Center's operations and to provide recommendations for improvement. The team then began to implement the recommendations, designed to achieve more efficient and effective oversight and management of the Center's operations. The United States actively supported the recommendations of both the task force and the consultants to provide increased reform and oversight in financial and administrative matters at the Center. The United States also met frequently with the acting director of the Center and other interested parties to promote the need for reform.